



2008 Impact and Effectiveness of
Administration for Native Americans Projects Report

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EXECUTIVE SUMMARY

The Administration for Native Americans' mission is to promote self-sufficiency and cultural preservation by providing social and economic development opportunities to eligible tribes and native communities, including American Indians, Alaska Natives, Native Hawaiians, and Native Pacific Islander organizations. ANA provides funding and technical assistance for community-based projects that are designed to improve the lives of Native children and families and reduce long-term dependency on public assistance.

ANA provides discretionary project funding to eligible tribes and nonprofit Native American organizations for the following areas:

- Social and Economic Development Strategies (SEDS)
- Native Language Preservation and Maintenance
- Environmental Regulatory Enhancement

The Native American Programs Act (NAPA) of 1974 (42 U.S.C. § 2991 *et seq.*) provides that ANA is to evaluate its grant portfolio in not less than three-year intervals. The statute requires ANA to describe and measure the impact of grants and report their effectiveness in achieving stated goals and objectives. This report fulfills the statutory requirement and also serves as an important planning and performance tool for ANA.

OVERVIEW

Evaluation teams visit projects and use a standard impact evaluation tool that was developed in collaboration with the Administration for Children and Families' Office of Planning, Research and Evaluation. The impact evaluation tool is used to elicit quantitative and qualitative information from project staff, project beneficiaries and community members in a variety of interview settings.

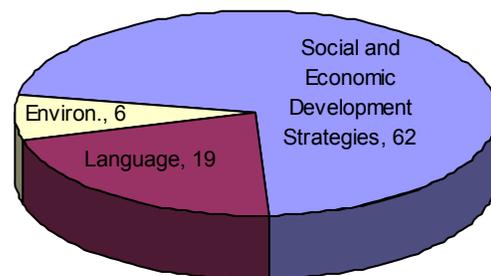
RESULTS AND IMPACTS

Each year, ANA visits grantees to conduct impact evaluations on ANA-funded projects. The purpose of these evaluations is threefold: 1) assess the impact of ANA funding on Native communities; 2) learn about the successes and challenges of ANA grantees to improve ANA service delivery; and 3) increase transparency of ANA-funded projects and activities.

During 2008, 87 of 228 ANA-funded projects were selected for impact visits. Of the 87 selected projects, six projects had no-cost extensions that carried the projects beyond 2008.

Therefore, these projects are not included in this report. An additional six projects, which were expected to be completed in 2007 and received no-cost extensions into 2008, are included in this report. Projects were selected based on approaching completion dates, geographic location (within one day's drive of another project), and amount of the grant award (i.e., high-dollar projects).

Figure 1: ANA Projects Visited by Grant Category



This report provides results for the 87 selected projects that fell into the three general grant categories as depicted in Figure 1. Funding totaled \$26.5 million for the 62 SEDS projects, \$5.4 million for the 19 language projects and \$2.2 million for the 6 environmental projects. The 87 projects were located in 19 states and territories, with the highest number of projects in Alaska (18 projects) and Oklahoma (13 projects). Table 1 summarizes the key results by state.

Table 1: Key Project Results

	# of Projects	Award Amount	Jobs Created	Native American Consultants Hired	Businesses Created	Revenue Generated	Resources Leveraged	Partnerships Formed	Individuals Trained	Elders Involved	Youth Involved
Alaska	18	\$7,827,083	37	32	-	-	\$1,785,749	194	4,794	599	1,490
Arizona	5	\$1,682,913	18	9	-	\$1,674	\$913,055	66	60	117	268
California	6	\$1,802,732	15	9	-	-	\$380,788	70	142	140	996
Guam	1	\$148,106	2	6	-	-	\$38,108	14	4	10	22
Hawaii	6	\$3,377,795	51	22	25	\$362,273	\$1,369,551	77	487	254	2,137
Marianas Islands	1	\$158,646	1	1	-	-	\$50,660	16	1	112	10
Michigan	3	\$1,278,285	34	1	5	-	\$43,198	29	79	68	110
Minnesota	4	\$1,391,927	13	22	8	\$1,515	\$291,420	122	3,493	410	1,200
Montana	6	\$2,209,045	16	21	-	\$172,325	\$80,636	67	132	106	1,343
Nebraska	4	\$984,893	15	-	5	-	\$1,104,893	79	116	78	716
New Mexico	4	\$1,647,195	14	5	-	\$78,700	\$407,274	85	419	163	215
North Carolina	2	\$222,730	4	2	-	-	\$25,365	33	187	42	41
North Dakota	2	\$1,019,027	6	4	-	-	\$8,460	4	24	-	-
Oklahoma	13	\$4,204,651	61	17	1	\$39,000	\$2,386,137	167	2,207	3,273	4,957
Oregon	5	\$3,365,200	119	7	-	\$21,845	\$1,115,354	141	576	252	845
South Dakota	1	\$573,277	3	-	1	-	\$98,365	92	7,837	100	250
Utah	1	\$1,024,255	4	3	1	\$15,165	-	41	-	325	459
Washington	4	\$712,114	9	23	1	-	\$2,418,052	47	75	36	156
Wisconsin	1	\$453,510	5	2	-	-	\$3,000	3	-	6	500
Total	87	\$34,083,384	427	186	47**	\$692,497	\$12,520,065	1,347	20,633	6,091	15,715

** 45 of the businesses created were by economic development projects and two by social development projects

A total of 693 individuals were hired full-time, part-time and/or temporarily during the project periods. The “Jobs Created” column represents the full-time equivalent¹ of those positions funded by ANA projects and other leveraged funds. Figures for “Revenue Generated” and “Resources Leveraged” were validated by the evaluators to the extent possible.

While the timing of these evaluations did not allow evaluators to gauge long-term outcomes and impacts, these projects achieved many immediate and intermediate outcomes. Data collected from impact visits demonstrates ANA projects have a positive impact on the self-sufficiency of native communities. The following pages highlight some of the exceptional projects funded by ANA.

¹ One full-time equivalent is measured as 40 hours of work per week, for a total of 2,080 hours per year.

SEDS - ECONOMIC DEVELOPMENT

Native Americans living both on- and off-reservations continue to face profound economic challenges. According to 2000 U.S. Census data, 25.7% of American Indians/Alaska Natives live in poverty and 31% of Native American children under age 18 live in poverty.² These percentages rank Native American poverty at more than twice the overall rate in the United States. ANA helps address economic challenges faced by native communities through economic development projects. ANA evaluated 11 business development and job training projects ending in 2008 with a total funding amount of approximately \$5.6 million. Projects in the business development and job training categories created 44 new businesses and 196 full-time job equivalents, both of which contribute to the economic stability and self-sufficiency of communities. The following are examples of these types of projects:

- According to an analysis of the 2000 Census data conducted by the Northwest Area Foundation (2005), there were an estimated 55,145 Native Americans living in the Portland, OR -Vancouver, WA Primary Metropolitan Statistical Area. Of these, approximately 50% lived at or below 200% of the Federal poverty level, which breaks down to \$7.22 an hour to support a family of four. To counteract this high poverty rate, the Native American Youth and Family Center implemented an ANA project which created a workforce development program that offered employment guidance, skills training and job search assistance to Native Americans residing in the Portland area. Of its 239 clients, 116 completed a 6-week job readiness program consisting of 15 workshops on resume writing, goal setting, communication in the workplace, time management, and preparing for a job interview. To gauge project effectiveness and impacts, the project staff contacted clients on a monthly basis to obtain feedback and employment status updates. They learned that 137 clients were employed at the conclusion of the project; 84 clients were working in full-time positions and 53 had received part-time jobs. Further, they discovered that of the clients that were not yet employed, 33 had enrolled in a GED program, 32 were pursuing higher education, and 16 were attending or had recently completed a vocational education training program.
- The Duwamish Tribe, located in Seattle, Washington, developed and implemented business systems for its new Longhouse and Cultural Center, including an art gallery, gift shop, and performance venue for local entertainers. During the project period, the Tribe leveraged \$1.98 million in donations from foundations, individuals, and other institutions to complete the construction of the facility. The Longhouse facility, which includes office space for the Tribe's employees, has begun to provide steady income for the Tribe. It serves as a repository of Duwamish history, art, and culture. The space also acts as a hub for tribal programs and services, and provides a land base from which to promote the social, cultural, political, and economic survival of the Tribe and its members.

ANA evaluated 10 other economic development projects in 2008 with a total funding amount of approximately \$3 million. The projects focused on organizational capacity building, emergency

² The U.S. Census Bureau conducts a comprehensive survey of the American public every ten years. Through a joint effort with the Bureau of Labor Statistics, the Census Bureau releases yearly updates for key indicators, entitled the Current Population Survey. The 2007 release, the most current data available, indicated a poverty rate of 25.3% among Native Americans and Alaska Natives.

response activities, and subsistence activities. These projects leveraged \$1.5 million, trained 7,922 individuals, created 56 full-time equivalents, and developed 1 business. The following is one example of this type of project:

- The Quapaw Tribe and its tribal service area are located within the Tar Creek Superfund site, an area in Ottawa County, Oklahoma, that is highly contaminated due to over 50 years of lead and zinc mining. At the time this project was planned, 1,790 people lived within the contamination zone, 780 of which were Quapaw tribal members. Due to the toxic conditions, over 60% of the area's residents accepted federal buy-out assistance to relocate their homes. The situation devastated the tax base that supported emergency services for the remaining 6,000 residents of Ottawa County.

The Tribe implemented an ANA project to establish the Quapaw Tribal Ambulance Service in order to continue offering emergency services within northeastern Oklahoma. Project staff established a partnership with the Oklahoma Department of Health to access the codes and regulations for the state's Emergency Medical Services (EMS) providers. The Quapaw Tribal Council adopted parallel emergency medical treatment guidelines and patient care protocol for tribal EMS staff. Project staff developed a rate structure for services, created a third-party billing system for payment collection, and incorporated reduced rates for tribal members. In collaboration with Ottawa County, project staff developed GIS/GPS maps of the service area for use in emergency call response. Project staff procured the county's EMS vehicles and equipment, and leveraged an additional \$500,000 from the Quapaw Tribe to refurbish outdated equipment. The Tribe also established two sub-stations, thereby expanding the service area to approximately 18,000 people and reducing emergency response times. To staff the expansion, the Quapaw Tribal Ambulance Service created 19 Paramedic Emergency Medical Technician (EMT) positions, 8 Basic EMT positions and 7 administrative positions, for a total of 34 permanent EMS staff. All services will continue through a combination of income from fee payments and tribal appropriations.

SEDS - SOCIAL DEVELOPMENT

ANA social development projects invest in human and social capital to advance the wellbeing of Native Americans. ANA-funded social development projects focus on the restoration and celebration of cultural identity to overcome a variety of social ills stemming from cultural loss and historical trauma. These include high rates of depression, suicide, drop-out, and incarceration among Native American populations. ANA evaluated 20 social development projects ending in 2008 with a total funding amount of over \$7.3 million. These 20 projects involved 1,343 tribal elders and 5,672 youth, and trained just over 3,600 individuals in topics such as elder health care, healthy eating, cultural preservation, and operating construction equipment. The following is an example of a social development project evaluated in 2008:

- The Coharie Tribe is located in rural eastern North Carolina. Since the Tribe is only state-recognized and not federally-recognized, tribal members are ineligible to receive services from the Indian Health Service, and must rely on the health programs that serve the general public. The Tribe implemented an ANA project to educate community members about the health care system, provide information and training on healthy living, and develop a comprehensive health resource manual, which provides information about the health services available in the community and contact information for local

hospitals and health providers. The Tribe also hired a Health Navigator (a registered nurse and tribal member) to provide services such as transport to and from doctors' offices and assistance during provider visits. Based on community input, the Health Navigator served as an intermediary between tribal elders and their doctors and helped elderly patients understand their diagnoses, prescriptions, and treatment options. Over the course of the project, the health navigator worked with more than 65 tribal elders, thereby increasing their access to health care, knowledge of medications, confidence in their doctors' diagnoses, and overall quality of life.

SEDS - GOVERNANCE

ANA governance projects offer assistance to tribal and Alaska Native Village governments to increase their ability to exercise control and decision-making over local activities. In 2008, ANA evaluated seven governance projects with a total funding amount of approximately \$2.5 million. These projects aimed to enhance the capacity of native nonprofits and tribal governments. Combined, these projects trained 301 individuals on topics such as information technology, infrastructure development, and project monitoring software. Additionally, these projects developed six new governance codes and ordinances, of which five were implemented during the project timeframes. The following is an example of one such project:

- The Upper Village of Moenkopi (UVM), located in northern Arizona, is one of twelve Hopi tribal villages. To promote social and economic self-sufficiency for Moenkopi, the Hopi Tribe established the Moenkopi Developers Corporation in 1981. In 2007, the Corporation constructed a \$5.3 million environmentally-friendly wastewater treatment plant to accommodate future growth and economic development. The Corporation implemented an ANA project to create the legal, administrative, and staffing infrastructure to launch the Moenkopi Utility Authority (MUA). The MUA now manages the newly constructed wastewater treatment plant in compliance with Environmental Protection Agency (EPA) standards, and the village no longer relies on a treatment system from a neighboring city. As a result of the project, UVM residents have a new sanitation system, which for the first time is managed by an organization from within the Hopi community. For tribal elders, the benefits of indoor plumbing are significant, and local farmers and ranchers utilize the treated wastewater for agricultural irrigation and cattle. To sustain utility services, the MUA developed a fee-for-service plan that will gradually increase the percentage of fees paid by customers, as the Tribe had previously paid the costs of these services in full. With the MUA in place, the UVM is rapidly pursuing economic development projects that have waited years for completion. The Village recently completed the construction of a gas station and travel center, which provide employment for eighteen community members.

SEDS - FAMILY PRESERVATION

Introduced as a special initiative in 2005, ANA family preservation projects provide interested communities the opportunity to develop and implement strategies to increase the well-being of children through culturally appropriate family preservation activities, and foster the development of healthy relationships and marriages based upon a community's cultural and traditional values. ANA evaluated 14 family preservation projects ending in 2008 with a total funding amount of over \$8 million. These 14 projects involved 3,345 tribal elders and 5,527 youth and trained

6,984 individuals in topics such as foster care certification, responsible fatherhood, healthy life choices, and positive parenting. The following is an example of a family preservation project:

- Chugachmiut Inc., located in Anchorage, Alaska, operates as a consortium of seven Native Alaskan villages in the Chugach region, and offers a variety of health and social services to its constituents. Chugachmiut, Inc. implemented a three-year ANA project to build strong and supportive families by offering healthy relationship skill-building workshops to its constituent villages. A total of 521 community members completed the Prevention and Relationship Enhancement Program (PREP). For the workshop participants, attendance signified a commitment of family members to improve and advance their relationships. Workshop participants also completed pre- and post-tests to gauge the effectiveness of the program. The evaluations indicated that approximately 90% of the participants became more knowledgeable about relationship issues. These findings indicate that community members gained the tools to make healthy relationship choices and to better communicate with loved ones.

LANGUAGE PRESERVATION

At the time America was colonized, more than 300 native languages were spoken. Today, that number has dropped to approximately 160; the remaining languages are classified as deteriorating or nearing extinction.³ ANA language projects enable native communities to facilitate language preservation and revitalization activities. In 2008, ANA visited two projects that assisted grantees in developing viable plans for sustaining their languages. The projects utilized almost \$121,000 in ANA funding to conduct native language surveys, collect information on the status of native languages, and receive feedback from 423 tribal members. Tribes used the data collected in these surveys to develop community plans aimed at preserving their language. The following is an example of one of these projects:

- The Santee Sioux Nation's dialect of Dakota was an endangered language, but the extent of this status was unknown. Linguistic experts estimated that fewer than 40 fluent speakers remained in the Santee community. The Tribe utilized ANA funding to implement a language survey focused on determining the scope of language loss and, from the data collected, developed a plan to preserve, maintain and revitalize the language of the Santee Sioux Tribe. The project staff collected 308 completed surveys, representing 42% of the total reservation-based tribal population. Survey data analysis indicated that seventeen tribal members considered themselves fluent at understanding the Dakota language, and only two tribal members judged themselves to be fluent speakers of Dakota. With the information from the surveys and input from tribal elders and community partners, project staff developed a three-year action plan to develop and train tribal members to become Dakota language teachers, and to develop curriculum that encourages and facilitates intergenerational learning.

Other communities began addressing the loss of native languages and had encouraging results. ANA evaluated 17 other language projects ending in 2008 with a total funding amount of

³ Gordon, Raymond G., Jr. (ed.), 2005. *Ethnologue: Languages of the World, fifteenth edition*. Dallas, TX: SIL International. An online edition, which was utilized for the referenced information, is available at: <http://www.ethnologue.com>.

approximately \$5.5 million. These projects trained language teachers, created master-apprentice programs, developed and digitized language materials, and created native language curriculum. The following is one example of this type of project:

- The Mescalero Apache Tribe of New Mexico developed an ANA-funded language project to promote increased use of the Apache language in the tribal community and support the documentation, preservation, and revitalization of the Apache language. At the commencement of the project, approximately 800 Apache speakers remained, with 80% of speakers over the age of 36. Over the three-year timeframe, project staff established a master-apprentice program that emphasized conversation over memorization, with eight language learners achieving fluency by the end of the project. Additionally, the master-apprentice team transcribed approximately 530 basic Apache phrases, created 270 pages of Apache language teaching resources, and developed a lexical database consisting of over 10,435 words. To sustain language revitalization efforts, the Apache language project will incorporate the new language materials into classes at local schools and begin teaching the newest generation of Apache speakers.

ENVIRONMENTAL REGULATORY ENHANCEMENT

Native communities seek to address the risks and threats to human health and the environment posed by pollution of the air, water, and land in Indian country and other tribal areas including Alaska. Tribal governments' jurisdiction over environmental issues is complicated by geographic borders and in many cases by weak, under-funded, and undefined tribal authorities. ANA environmental regulatory projects empower tribes to overcome environmental challenges by building internal capacities to develop, implement, monitor, and enforce their own environmental laws, regulations and ordinances in a culturally sensitive manner. ANA evaluated six environmental regulatory projects ending in 2008 with a total funding amount of \$2.2 million. These projects trained 233 individuals in environmental monitoring and management skills, developed 11 environmental codes or regulations, and conducted environmental assessments on tribal lands. The following is an example of one of these projects:

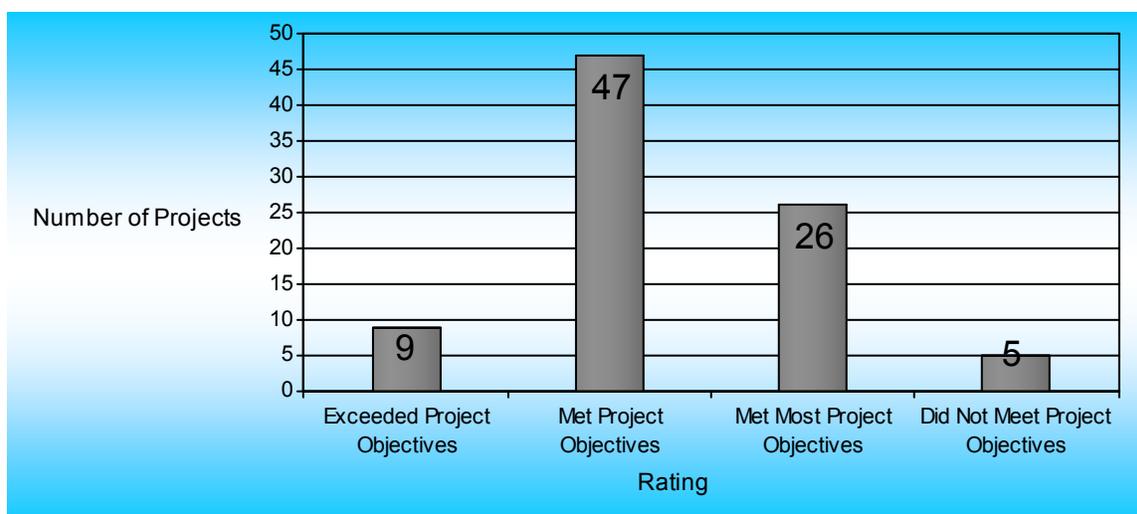
- The Yukon River watershed region in Alaska covers an area twice the size of California and currently suffers from declining salmon populations. Several hard rock mineral mines are in operation within the watershed area that utilize cyanide heap-leaching techniques, which have the potential to cause drastic environmental damage if not properly managed. In addition, insufficiently-treated human sewage and poorly constructed and located landfills pose threats to the health of the watershed and its residents. Some cities within the watershed currently dump untreated human waste directly into the river. The Yukon River Inter-Tribal Watershed Council (YRITWC), a consortium of 66 Native Alaskan villages, implemented an ANA project to expand and enhance its monitoring and sampling efforts in the watershed. Project staff utilized the watershed's tribal residents to take 344 water quality samples following the guidelines set forth by the EPA. The test results created critical baseline data for the watershed, identified the river basin's main contaminants and discovered the source of contamination. Project staff drafted water quality standards and created a handbook containing applicable resource laws. If adopted by YRITWC member tribes, these standards will not supersede Alaska's standards, but if adhered to by member tribes, will improve the watershed's environmental health management and provide an example for future legislation.

ADDITIONAL FINDINGS

ANA funds competitive projects that are designed and implemented by tribes or community organizations. Evaluators compared grantees' planned objectives with their actual accomplishments to determine the extent to which grantees achieved objectives and met the stated expectations of their projects.

As depicted in Figure 2, ANA determined that a majority of projects evaluated in 2008 exceeded expectations or successfully met their objectives (56 projects or 64%); some projects fell short of objectives but moderate benefits to the community were visible (26 projects or 30%); and, the remainder did not achieve their objectives (5 projects or 6%). Finally, the number of no-cost extensions was reduced for the third consecutive year: 49 in 2006, 41 in 2007, and 26 in 2008.

Figure 2: Objectives Achieved



The evaluations also revealed critical success factors relating to a project's implementation. Community and stakeholder participation was instrumental in both the planning and implementation phases of successful projects, as was staff retention and frequent communication between project staff and the tribe or authorizing body. On the other hand, a common challenge that many grantees experienced, both in 2008 and in previous years, was an underestimation of the time and resources required to complete their project and meet planned objectives.

CONCLUSION

ANA utilizes all of this information to bolster the quality of its pre-application and post-award trainings, and technical assistance offerings to tribes and Native organizations so that applicants may better develop, and later implement, realistic project work plans. ANA will continue to evaluate projects for success factors and common challenges to improve the content and quality of the services and trainings it provides to grantees. The impact evaluations are an effective way to verify and validate the grantees' performance and ensure the accountability not only of grantees but also ANA staff and program partners. ANA also uses the information collected to report its Government Performance Review Act indicators, validate programmatic baselines, and seek new and more rigorous ways to manage through results.